

Message Text

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46/50

ACTION IO-10

INFO OCT-01 EUR-12 ISO-00 IOE-00 SSO-00 NSCE-00 USIE-00

INRE-00 CIAE-00 DODE-00 PM-03 H-02 INR-07 L-02

NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 ACDA-05 SAM-01

SAB-01 AF-06 ARA-06 EA-06 NEA-09 /095 W

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O R 282043Z APR 75

FM USMISSION USUN NY

TO SECSTATE WASHDC IMMEDIATE 0087

INFO AMEMBASSY MOSCOW

AMEMBASSY LONDON

AMEMBASSY PARIS

AMEMBASSY OTTAWA

C O N F I D E N T I A L USUN 1389

C O R R E C T E D C O P Y (PARA 8 LINE 4 "COULD" VICE "WOULD"
AND LINE 7 WOULD VICE COULD)
FOR ASSISTANT SECRETARY BUFFUM FROM AMBASSADOR SCALI

E.O. 11652: GDS

TAGS: PFOR UN UR

SUBJ: PEACEKEEPING DISCUSSIONS REACH CRITICAL STAGE

SUMMARY: APRIL 24 QUADRIPARTITE MEETING PRODUCED FIRST SIGN OF
POSSIBLE SOVIET WILLINGNESS TO SATISFY US (AND UK) REQUIREMENT
THAT ANY ARTICLE 29 COMMITTEE COVERED IN GUIDELINES MUST BE BOTH
OPTIONAL AND ADVISORY. FOCUS OF DISCUSSION WAS FRENCH DRAFT
ARTICLE WHICH TALKS OF POSSIBLE ARTICLE 29 COMMITTEE THAT COULD
RECEIVE REPORTS (FROM SYG) AND REFER THEM, WITH OPINIONS AND
RECOMMENDATIONS, TO SC. AS AMENDED BY UK, FRENCH DRAFT SEEMS
TO US TO OFFER BASIS FOR FURTHER DISCUSSION IN FOUR-POWER FORUM.
HOWEVER, SUCH FURTHER DISCUSSION SHOULD IN OUR VIEW BE CLEARLY
TIED TO SATISFACTORY RESOLUTION OF OTHER CONTENTIOUS ISSUES, SUCH
AS ROLE OF SYG AND GEOGRAPHIC BALANCE OF FORCE. ACTION
REQUESTED:

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AUTHORIZATION TO INFORM SOVIETS THAT US WOULD BE WILLING TO DISCUSS FRENCH DRAFT FURTHER ON CLEAR UNDERSTANDING THAT POSSIBLE AGREEMENT TO FORMULATION ALONG ITS LINES WAS CONTINGENT ON SATISFACTORY RESOLUTION OF ALL OUTSTANDING ISSUES.

1. APRIL 24 MEETING BEGAN WITH FRENCH INTRODUCING A THREE PARAGRAPH DRAFT FOR GUIDELINES' ARTICLE 4 ON AN ARTICLE 29 COMMITTEE. FIRST PARA IS SIMILAR TO FRENCH WORKING GROUP DRAFT ON ARTICLE 29 COMMITTEE (USUN 1200, PARA 7. A.) WITH ONE KEY CHANGE: AT US/UK INSISTANCE THAT ORIGINAL RECOMMENDATORY LANGUAGE WAS UNACCEPTABLE, FRENCH CHANGED FIRST PHRASE, "IT IS DESIRABLE...." TO "IT COULD BE DESIRABLE...."

2. US AND UK DELS SAID THAT WHILE NEW FRENCH FIRST PARA WAS AN IMPROVEMENT, THEY CONTINUED TO PREFER NIGERIAN FORMULATION (USUN 1269). MOREOVER, WE AND BRITISH SAID WE FAVORED BRIEF, ONE PARAGRAPH FORMULATION, WITH FUNCTIONS OF AN ARTICLE 29 COMMITTEE--SHOULD SC EVER DECIDE TO CREATE ONE-- SPELLED OUT AT TIME OF ITS ESTABLISHMENT.

3. USSR REP OVINNIKOV SAID CHANGE FROM "IS" TO "COULD BE" WOULD ALMOST CERTAINLY BE UNACCEPTABLE TO MOSCOW. IN ADDITION, FRENCH LANGUAGE WAS ENTIRELY ANODYNE, GIVING COMMITTEE NO AUTHORITY OTHER THAN THAT OF RECEIVING SYG'S REPORTS AND SENDING THEM TO SC WITH ITS ADVICE AND RECOMMENDATIONS. OVINNIKOV PROPOSED ADDITIONA FOLLOWING CLAUSE TO PENULTIMATE PHRASE OF FRENCH PARA 2 (SEE FINAL PARAGRAPH BELOW FOR FULL TEXT OF FRENCH DRAFT): "...INCLUDING RECOMMENDATIONS ON KEY OPERATIONAL DECISIONS AND SPECIFIC DIRECTIVES FOR THE COMMANDER...." US DEL SAID SUCH AN ADDITION WAS OUT OF QUESTION AND WOULD RULE OUT POSSIBILITY OF FURTHER DISCUSSION OF FRENCH DRAFT.

4. NEXT STEP WAS INCLUSION OF NEW BRITISH FIRST SENTENCE OF PARA 2, TYING ARTICLE 29 COMMITTEE'S FUNCTIONS MORE CLOSELY TO RECEIVING AND REFERRING SYG'S REPORTS TO SC. ON THIS BASIS US AND UK AGREED TO REFER AMENDED FRENCH FORMULA TO CAPITALS. OVINNIKOV DID NOT REJECT FORMULA, AND OUR IMPRESSION IS THAT HE TOO WILL REFER FORMULATION TO MOSCOW.

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5. FOLLOWING MEETING, UK DEL PRIVATELY SUGGESTED TO US ALTERNATIVE LANGUAGE FOR FRENCH PARA 3 (SEE LAST PARA BELOW).

6. COMMENT: WE BELIEVE CRITICAL POINT MAY HAVE BEEN REACHED IN GUIDELINES NEGOTIATION. FRENCH FORMULATION, PREFERABLY WITH BRITISH FINAL PARAGRAPH BUT EVEN WITHOUT IT, SEEMS TO BE AN HONEST COMPROMISE EFFORT; ITS ACCEPTANCE BY SOVIETS WOULD SIGNIFY A MAJOR FALLING AWAY FROM THEIR PREVIOUS INSISTENCE ON A MANDATORY,

EXECUTIVE-TYPE BODY. (BRITISH AND WE-AND CANADIANS, WITH WHOM WE ARE STAYING IN CLOSE TOUCH--AGREE THERE IS NOT CHANCE SOVIETS WOULD ACCEPT US OR NIGERIAN FORMULATIONS.) IN OUR JUDGMENT, ACCEPTANCE OF FRENCH FORMULATION BY BOTH SIDES AS BASIS OF DISCUSSION IN FOUR POWER GROUP COULD LEAD ULTIMATELY TO GUIDELINES AGREEMENT-THOUGH MAJOR HURDLES REMAIN--WHILE REJECTION OF IT ALMOST CERTAINLY ENSURES CONTINUED IMPASSE. WE PLAN REQUEST FRENCH NOT TO CIRCULATE PROPOSAL IN COMMITTEE AND INFORM THEM THAT WE SHALL OPPOSE IT IN PUBLIC IF IT SURFACED PREMATURELY. IN COMMITTEE WE PLAN MAINTAIN REFUSAL TO GO BEYOND NIGERIAN TEXT. IN RECOMMENDING THAT DEPARTMENT AUTHORIZE FURTHER DISCUSSION OF FRENCH FORMULA, WE WOULD MAKE ONE FINAL POINT. IT SEEMS TO US ARGUABLE THAT USG HAS A DISTINCT INTEREST IN HAVING A GUIDELINE WHICH SPELLS OUT CONSULTATIVE FUNCTIONS THAT WOULD BE ACCEPTABLE TO US WERE AN ARTICLE 29 COMMITTEE EVER SET UP. SUCH WOULD CERTAINLY SEEM TO BE THE CASE IF THE USSR WERE IN A POSITION TO DEMAND THE ESTABLISHMENT OF A COMMITTEE AS THE PRICE FOR AGREEING TO A PEACEKEEPING FORCE (E.G., THE ISRAELI THIRD ARMY TRAPPED AND ENCIRCLED IN OCTOBER, 1973, INSTEAD OF THE EGYPTIAN THIRD ARMY.) IN SUCH CIRCUMSTANCES, A GUIDELINE PROVIDING FOR A COMMITTEE WITH PURELY ADVISORY FUNCTIONS MIGHT WELL BE IN THE US INTEREST. END COMMENT.

7. QUADRIpartite group next meets afternoon May 5, by which time we would hope have instructions on above.

8. Text follows of French draft guideline on an Article 29 Committee, with UK alternative final paragraph appended:

QTE

IT COULD BE DESIRABLE FOR THE SECURITY COUNCIL TO CREATE
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OF
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